



United States  
Environmental Protection  
Agency

Office Of The  
Chief Financial Officer  
(2732A)

EPA-190-R-00-001  
March 2000

# U.S. Environmental Protection Agency Fiscal Year 1999 Annual Performance Report



## **ACKNOWLEDGEMENTS**

Front Cover Photo: Steve Delaney, EPA, San Francisco, CA

Back Cover Artwork: Edward, Grade 9, San Antonio, TX

### Chapter Dividers:

- |   |                                     |
|---|-------------------------------------|
| 1, Melanie, Grade 8, San Francisco, CA    | 6, Allison, Grade 10, Edison, NJ    |
| 2, Krystelle, Grade 12, Lanai, HI         | 7, Crystal, Grade 7, Queens, NY     |
| 3, Jenna, Grade 6, Aiea, HI               | 8, Gillian, Grade 12, Elma, NY      |
| 4, Sherilynn, Grade 11, Lanai City, HI    | 9, Robbie, Grade 8, Bacon, GA       |
| 5, Nicholas, Grade 10, West Bountiful, UT | 10, Li-Hsien, Grade 11, Gardena, CA |

## MESSAGE FROM THE ADMINISTRATOR

March 2000

I am proud to present the Environmental Protection Agency's first Annual Performance Report, a picture of our progress over the past fiscal year. In this report, we highlight our performance results and see how our work contributes to a cleaner environment and safeguards the health of all Americans, especially children, the elderly, and other vulnerable populations. We are committed to building on these results to achieve an even cleaner, healthier environment in the future.

This report covers our contributions in three areas that I believe are particularly important: improving the quality of our environment; employing innovative approaches and partnerships to achieve environmental results; and improving the quality and accessibility of environmental information. Our accomplishments in each of these areas are highlighted in the "Overview" and presented in greater detail in each of the goal chapters that follow.

More than a record of EPA's accomplishments, however, this Annual Performance Report is a vital tool in the Agency's effort to manage its work and resources to achieve real, measurable environmental results. It is the final product in a cycle that began in 1997 when EPA published its Strategic Plan and progressed as we restructured our budget, enabling us to prepare Annual Performance Plans that tie our resources to our goals and hold us accountable for achieving results. This report provides the performance and results information that can help us assess our progress and make sound planning and budgeting decisions for the coming years.

It is clear, however, that we could not have been successful in any of the areas highlighted in the report without the contributions of our State, Tribal, local, and Federal government partners. We share credit for these results with our partners and with the many public and private organizations and individuals who support and contribute to environmental protection efforts.

Today, we have the technology, tools, and capabilities to make advances in environmental and public health protection like never before. We have an opportunity to gather and analyze information, make it fully accessible to the public, and use it to devise innovative strategies that produce results worthy of the American people. Our continued investment in this work will provide for our continued progress toward a safe and healthy world for generations to come.



A handwritten signature in blue ink, reading "Carol M. Browner", is positioned above the printed name.

Carol M. Browner  
Administrator

# TABLE OF CONTENTS

## Overview

Introduction.....	1
EPA's Mission and Strategic Goals .....	1
Overview of FY 1999 Results .....	1
Selected Accomplishments .....	2
Reducing Pollution for an Improved Environment .....	2
Innovative Approaches and Partnerships to Achieve Environmental Results .....	3
Improved Information for Decision-Making and Increased Public Access .....	5
Building on Lessons Learned .....	6
Looking Ahead .....	7
Conclusion .....	8

## Goal 1: Clean Air

Overview .....	11
FY 1999 Performance .....	12
Attain NAAQS for Ozone and PM .....	12
Reducing Emissions of Air Toxics .....	13
Attain NAAQS for CO, SO <sub>2</sub> , and Lead .....	14
Reduce Sulfur and Nitrate Deposition That Causes Acid Rain .....	15
Program Evaluation.....	16
Reformulated Gasoline (RFG) Evaluation.....	16
Emissions Trading and Other Market-Based Regulatory Tools .....	17
Particulate Matter (PM) Monitors .....	17
Conclusions and Challenges .....	18
Key Milestones for the Future .....	18

## Goal 2: Clean and Safe Water

Overview .....	21
FY 1999 Performance .....	21
Safe Drinking Water, Reduced Exposure to Contaminated Fish, and Healthy Recreational Waters .....	21
Conserve and Enhance the Nation's Waters .....	23
Reduce Loadings and Air Deposition .....	26
Program Evaluation.....	28
Conclusions and Challenges .....	28
Key Milestones for the Future .....	29

## Goal 3: Safe Food

Overview .....	33
FY 1999 Performance .....	33
Reducing Risk from Agricultural Use of Pesticides .....	33
Reducing Applications on Food of Pesticides Not Meeting Health Standards ..	34
Program Evaluation.....	36
Conclusions and Challenges .....	37
Key Milestones for the Future .....	37

## Table of Contents (continued)

Goal 4: Preventing Pollution and Reducing Risk in Communities, Homes, Workplaces, and Ecosystems	
Overview .....	41
FY 1999 Performance .....	41
Reducing Community Exposure to Pesticides .....	41
Fighting Lead Poisoning .....	42
Ensuring Safe Use of Commercial Chemicals .....	43
Creating Healthier Indoor Air .....	44
Fostering Pollution Prevention .....	45
Reducing the Quantity and Toxicity of Waste .....	46
Assessing Environmental Conditions in Indian Country .....	47
Program Evaluation .....	47
Challenges and Conclusions .....	48
Key Milestones for the Future .....	48
Goal 5: Better Waste Management, Restoration of Contaminated Waste Sites, and Emergency Response	
Overview .....	53
FY 1999 Performance .....	53
Ensuring Progress Toward Effective and Efficient Cleanups .....	53
Effective Risk Prevention Through Safe Waste Management .....	58
Program Evaluation .....	59
Superfund Innovative Technology Evaluation (SITE) Program .....	59
Oil Spill Program .....	59
Conclusions and Challenges .....	60
Site Cleanup, Management, and Enforcement .....	60
Economic Revitalization of Waste Sites .....	60
Improving Environmental Data .....	60
Key Milestones for the Future .....	61
Goal 6: Reduction of Global and Cross-Border Environmental Risks	
Overview .....	65
FY 1999 Performance .....	65
Protecting Border Environments .....	65
Global Climate Change .....	67
Restoring the Ozone Layer .....	68
Circulating Chemicals .....	69
Cleaner and Cheaper Practices .....	71
Program Evaluation .....	72
Conclusions and Challenges .....	72
Key Milestones for the Future .....	72
Goal 7: Expansion of Americans' Right-to-Know About Their Environment	
Overview .....	75
FY 1999 Performance .....	75
Empowering the Public with Environmental Information .....	75
Providing Information to Reduce Risks to Human Health and the Environment .....	77
Enhancing EPA Partners' Abilities to Address Environmental Problems .....	78
Program Evaluation .....	79

## Table of Contents (continued)

Conclusions and Challenges .....	80
Key Milestones for the Future .....	80
Goal 8: Sound Science, Improved Understanding of Environmental Risk, and Greater Innovation to Address Environmental Problems	
Overview .....	85
FY 1999 Performance .....	85
Understanding Ecosystems .....	85
Understanding the Greatest Environmental Risks to Human Health .....	87
Detecting Emerging Risks .....	87
Understanding How to Prevent Pollution and Design New Environmental Protection Technologies .....	88
Quantifying Tangible Results of Integrated Partnerships .....	89
Improvements Through Testing Sector- and Facility-Based Innovations .....	89
Providing Validated Data to Enable Accurate Environmental Decision-Making .....	90
Science Advisory Board Guidance that Improves the Production and Use of Science at EPA .....	91
Incorporating Innovative Approaches into EPA Programs .....	91
Program Evaluation .....	92
Conclusions and Challenges .....	92
Key Milestones for the Future .....	92
Goal 9: A Credible Deterrent to Pollution and Greater Compliance with the Law	
Overview .....	97
FY 1999 Performance .....	97
Identifying and Reducing Noncompliance with Environmental Laws .....	97
Promoting Compliance Through Assistance and Incentives .....	100
Program Evaluation .....	102
Conclusions and Challenges .....	103
Key Milestones for the Future .....	103
Goal 10: Effective Management	
Overview .....	107
FY 1999 Performance .....	107
Executive Leadership .....	107
Management Services, Administration, and Stewardship .....	108
Building Operations, Utilities, and New Construction .....	110
Audit and Investigative Services .....	111
Program Evaluation .....	112
Conclusions and Challenges .....	112
Key Milestones for the Future .....	113
Appendix A: FY 1999 Summary of Performance	
Appendix B: List of Acronyms	

# OVERVIEW

## INTRODUCTION

The Annual Performance Report (APR) describes results the Environmental Protection Agency (EPA) achieved relative to the annual performance goals set in its Annual Plan for Fiscal Year (FY) 1999. The APR is the final product in EPA's first full cycle of implementing the Government Performance and Results Act (GPRA), a cycle which began with publication of EPA's Strategic Plan in September 1997 and has continued with the development of Annual Plans each year thereafter. The FY 1999 Annual Plan presented for the first time the new results-based approach that translates the Agency's longer-term strategic goals into annual goals and measures linked to each year's budget. By integrating planning, budgeting, analysis, and accountability, EPA is better placed to obtain more meaningful public health and environmental results for the American people.

## EPA'S MISSION AND STRATEGIC GOALS

EPA's mission statement encompasses all of the Agency's legislative authorities and serves as a guidepost for all of its activities. To support its mission, EPA established a strategic planning framework comprising ten strategic goals with associated long-term objectives. Annual performance goals (APGs) identify progress planned each year towards the longer-term commitments.

## OVERVIEW OF FY 1999 RESULTS

EPA is proud of its FY 1999 contributions to establishing a cleaner, healthier environment. The results presented in this report demonstrate continued progress and reveal a mix of tools and approaches used to protect public health and promote environmental protection. Throughout the year, the Agency worked closely with its primary partners—States, Tribes, and other Federal agencies—whose involvement contributed significantly to the annual

### MISSION

The mission of the U.S. Environmental Protection Agency is to protect human health and to safeguard the natural environment—air, water, and land—upon which life depends.

### STRATEGIC GOALS

1. Clean Air
2. Clean and Safe Water
3. Safe Food
4. Preventing Pollution and Reducing Risk in Communities, Homes, Workplaces, and Ecosystems
5. Better Waste Management, Restoration of Contaminated Waste Sites, and Emergency Response
6. Reduction of Global and Cross-Border Environmental Risks
7. Expansion of Americans' Right-to-Know About Their Environment
8. Sound Science, Improved Understanding of Environmental Risk, and Greater Innovation to Address Environmental Problems
9. A Credible Deterrent to Pollution and Greater Compliance with the Law
10. Effective Management

accomplishments discussed in this report and to the progress toward longer-term environmental results.

For FY 1999, EPA can report significant accomplishments that contributed to cleaner air and land and safer food and water, while meeting 44 of the 69 APGs to which the Agency committed in its FY 1999 Annual Plan. For one APG, the performance level achieved was lower than the original

target; however, the overall accomplishment met the intent of the goal. Assessment of achievement of an additional 15 of the goals is affected by delays in reporting cycles, missing data, or targets that fall beyond FY 1999. Owing to a variety of factors, EPA did not achieve nine of the accomplishments it had planned for FY 1999. A table showing detailed results for EPA's 69 APGs is included in Appendix A—Table of Results. Results for these APGs also are highlighted in ***bold, italic*** type in the following chapters, which correspond to the Agency's ten strategic goals.

Many factors influence the Agency's planning processes and the setting of annual targets. Actual performance in FY 1999 against the APGs targeted for the year is an important factor for the Agency's future planning. FY 1999 was the first year for developing and reporting on APGs, and the Agency has put considerable effort into refining its APGs for FYs 2000/2001 to reflect experience to date, improve their quality and measurability, and enhance the precision of annual targets. The Agency's FY 2000 Final Annual Plan, which the Agency expects to issue in March 2000, presents the Agency's final annual performance goals for FY 2000 (against which the Agency will discuss progress in the FY 2000 APR). The Agency will apply lessons learned from performance in FY 2000, where appropriate, to revise the APGs recently proposed for FY 2001.

## SELECTED ACCOMPLISHMENTS

Highlights of EPA's FY 1999 accomplishments reflect a range of activities and efforts and fall into three categories: improving the environment by reducing pollution, achieving results through innovative approaches and partnerships, and improving information.

### Reducing Pollution for an Improved Environment

*Reducing Point Source Pollution:* In FY 1999, an additional 3.4 million people (for a cumulative total of 179 million) received the benefits of secondary treatment of wastewater, meeting the Agency's goal.

Through the Clean Water State Revolving Fund (CWSRF) program, Congress continues to provide funds to States for the construction and maintenance of wastewater treatment facilities, which are necessary to reduce point source pollution. Since 1988, the CWSRF has financed 5,200 infrastructure projects across the country, with 859 of those funded in FY 1999. (Goal 2)

*A Reduction in Greenhouse Gases:* During FY 1999, EPA's government/industry partnership programs contributed to the reduction of annual greenhouse gas emissions by 35 million metric tons in carbon equivalent (MMTCE), adding to the 73 MMTCE already prevented since 1995. The Agency's climate change efforts are designed to overcome barriers to investments in more efficient technologies by consumers and businesses. (Goal 6)

*A 25 Percent Reduction in Acid Rain:* In the Northeast and Mid-Atlantic Regions of the United States, where ecosystems are most affected by acidification, acid deposition has declined by up to 25 percent under the auspices of the acid rain program, which implements a system of emissions trading known as "cap and trade." This successful market-based approach was established by the Clean Air Act to control emissions of sulfur dioxide (SO<sub>2</sub>) from electric power plants that cause acid rain and other environmental and public health problems. In addition, through FY 1999, EPA is on track to maintain four million tons of SO<sub>2</sub> emissions reductions from utility sources. (Goal 1)

*Superfund Site Construction Completed:* EPA and its partners met the Agency's goal to complete construction at 85 Superfund sites in FY 1999, demonstrating the success of recent major administrative reforms in increasing the efficiency of the Superfund program. Sites where construction has been completed are those where physical construction of all clean-up actions is complete, all immediate threats have been addressed, and long-term threats are under control. In the past seven years, construction has been completed at more than three times the number of sites addressed during the first 12

years of the program. The Agency has progressed from attaining 12 construction completions in 1991 to an annual average of over 74 per year from FY 1993 through FY 1999, for a cumulative total of 670 over the life of the program. More than 90 percent of the sites on the final National Priorities List (NPL) are either undergoing clean-up construction or construction has been completed. Since 1982, the Superfund program has cleaned more than 216 million cubic yards of hazardous soil, solid waste, and sediment and more than 325 billion gallons of hazardous liquid-based waste, contaminated groundwater, and contaminated surface water, while also supplying more than 431,000 people with alternative water supplies. (Goal 5)

*Reducing Pollutant Loadings as a Result of Enforcement*

*Actions:* In FY 1999, over 6.8 billion pounds of pollutants were reduced as a result of EPA enforcement actions. Also, about 21 percent of concluded enforcement actions resulted in improvements in the use or handling of pollutants to achieve emission and discharge reductions. Another 47 percent of concluded enforcement actions resulted in improvements in facility management practices and information collection. (Goal 9)

*Reducing Emissions through Sector-Based Approaches:* In January 1998, EPA joined the metal finishing industry and its stakeholders in launching the National Metal Finishing Strategic Goals Program. Participants, including over 350 companies, 19 States, and 60 local governments, voluntarily pledged to meet ambitious performance goals within five years. In FY 1999, facilities participating in sector-based initiatives achieved environmental results as high as a 93 percent reduction in water use, 77 percent reduction in energy use, 99 percent reduction in organic chemical use, and 73 percent reduction in metal emissions. (Goal 8)

### **Innovative Approaches and Partnerships to Achieve Environmental Results**

*Piloting New Approaches:* EPA is taking a fresh look at environmental problems and their solutions. The

Agency made strides in devising more efficient and effective regulatory programs, emphasizing cooperative partnerships, and building simpler and more flexible processes for rule-making and permitting.

- Persistent Bioaccumulative Toxic (PBT) chemicals (including mercury, lead, and polychlorinated biphenals) are of particular concern because they retain their toxicity over long periods of time and accumulate in human, animal, and plant tissue, resulting in increased risk of birth defects, neurological disorders, and other diseases. Recognizing the risks posed by these chemicals, EPA has adopted a multimedia strategy to minimize or eliminate the presence of PBTs through a concentrated effort using all available tools. Key FY 1999 accomplishments include the completion of a draft PBT strategy and draft national action plans for 11 of the 12 priority PBT pollutants. The program also initiated ten new partnership projects aimed at achieving voluntary reductions in mercury use and emissions. (Goal 4)
- EPA has been piloting a new approach to broaden public participation in decision-making on the use of older agricultural pesticides. This new approach to reassessment makes the process more transparent to the agricultural community, whose members are most directly affected by Agency findings. EPA exceeded the statutory requirement of evaluating 33 percent of the 9,721 existing pesticide food tolerances by August 1999, completing a cumulative total of 3,430 reassessments (over 35 percent) as of September 30, 1999. (Goal 3)
- One of EPA's boldest innovations, Project XL ("eXcellence and Leadership"), was created through the President's Reinventing Environmental Regulation Initiative. In FY 1999, EPA approved five more regulatory pilot projects through Project XL, bringing the number of pilot experiments in

the implementation stage to 15. An additional 36 XL proposals were either under development or in negotiation, bringing the total number of projects to 51 and meeting the Agency's goal for FY 1999. To date, these pilots have revealed over 40 opportunities for improving environmental regulations, and eight innovations have already been incorporated into EPA regulatory, permitting, and stakeholder involvement approaches. (Goal 8)

*Protecting Sensitive Populations and Places:* EPA is committed to providing equal environmental protection for all people and communities, spearheading a number of activities to help ensure that no group of people or geographic location bears a disproportionate exposure to pollutants.

- EPA ensures that Agency standards address children's unique vulnerability to health and environmental threats and identifies and assesses environmental health risks that may affect children disproportionately. In FY 1999, the Agency initiated a study to examine children for the effects of two endocrine disrupting chemicals. This study will help to characterize the key factors that influence human exposure to these chemicals and other pesticides, toxics, and metals. It also will help produce a field exposure study protocol to support a follow-up, larger-scale study to begin in FY 2000. The data from these studies will provide more information about where, when, and how children and other sensitive sub-populations are exposed to these kinds of environmental contaminants. (Goals 8, 10)
- In FY 1999, EPA demonstrated its commitment to Brownfields redevelopment by meeting its goal to provide funding and technical support to 80 communities, bringing the total of communities served to 307. The Brownfields Assessment and Development Program supports the assessment,

cleanup, and redevelopment of industrial and commercial properties that have been abandoned or under-utilized because of real or perceived environmental contamination. (Goal 5)

- Environmental justice is the fair treatment and meaningful involvement of all people—regardless of race, color, national origin, or income—in the development, implementation, and enforcement of environmental laws, regulations, and policies. The Agency is actively promoting awareness of environmental justice issues, working with other Federal agencies to implement environmental justice programs and providing communities the tools and data they need to participate actively in environmental decision-making. EPA met its FY 1999 goal of awarding 100 environmental justice grants to eligible community groups, enhancing their ability to address environmental problems. (Goal 7)

*Working with State and Tribal Partners:* EPA's primary partners in implementing environmental laws are State and Tribal governments. Over the past two decades States have assumed increasingly greater responsibility in implementing the nation's environmental statutes, including direct administration and day-to-day management of many environmental programs. State performance has brought about significant environmental improvement and is fundamental to the achievement of EPA's goals and objectives. EPA also is committed to fulfilling the Federal trust responsibility relative to the health and environmental needs of the 562 Tribal nations, while respecting their right of self-governance. EPA formed a Federal/Tribal partnership in 1984 with the promulgation of an Indian Policy to provide an efficient means of ensuring that EPA's programs protect public health and the environment on Tribal lands.

- In FY 1999, EPA and many States continued to work together through the National

Environmental Performance Partnership System (NEPPS) to determine both State and National public health and environmental protection priorities. Performance Partnership Agreements (PPAs) continued to gain strength as a foundation of the relationship between EPA and State agencies and as a vehicle to facilitate agreements on the priorities necessary for States to implement national environmental programs. PPAs also serve as work plans supporting grant agreements and help distinguish the Federal and State roles and responsibilities. As environmental and human health protection issues continue to grow in size, scope, and complexity, the NEPPS working relationship provides States the flexibility to try integrated, cross-media, and other kinds of innovative approaches. Key to the system is the use of Core Performance Measures (CPMs) to evaluate how well EPA and the States are doing in accomplishing their goals. State reporting to EPA on the CPMs is reflected in assessment of annual performance results discussed in the chapters that follow. In April 1999, EPA and the Environmental Council of the States (ECOS) senior officials endorsed the Core Measures Agreement, which outlines purposes and uses of the CPMs and the conditions for State reporting requirements. Many remaining challenges must be addressed in the years ahead to fully realize the goals articulated in the NEPPS and other agreements between the States and EPA.

- In FY 1999, EPA supported the work of Tribal governments in establishing and addressing public health and environmental priorities on Tribal lands. For example, EPA developed a strategy for installing monitors to obtain data on fine particle emissions in Indian country and deployed 28 monitors in FY 1999. The monitoring network will provide Tribes with new particulate matter

data so they can evaluate the acceptability of their air and identify contributing emission sources. EPA also is helping Tribes to adopt water quality standards and approved a new set of standards for one Tribe in FY 1999. With funding provided in FY 1999, 2,500 homes, within 28 Tribes in Indian country, with inadequate sewage disposal systems were connected to new or upgraded facilities. In addition, over 300 homes using pit privies were placed on septic systems or connected to treatment works for the first time.

### **Improved Information for Decision-Making and Increased Public Access**

*Meeting Data Demands:* EPA has focused on the quality and availability of data to ensure effective program management and accurate measurement of program results. The Agency is committed to improving and integrating data systems.

- EPA laid the groundwork for a new office dedicated to improving information collection and information access. Formally established in FY 2000, EPA's Office of Environmental Information (OEI) will work closely with external partners to meet their data needs, develop appropriate policies regarding data protection and information security, create and oversee information standards and records management policies, and enhance the security and reliability of EPA's information infrastructure. (Goal 7)
- EPA successfully positioned the Agency's information technology assets for Year 2000 (Y2K) compliance. All 50 EPA mission critical systems were assessed, renovated, and certified through an independent certification program. In addition, the Agency's major computing platforms (mainframe, client/server, supercomputer) and wide-area telecommunications networks were 100 percent compliant, as were the 1,475 non-

mission critical systems and 28 data exchanges, which are a combination of mission critical and non-mission critical systems. (Goal 10)

- For the first time, all 50 States, the District of Columbia, five territories, and numerous Tribes each completed a comprehensive, nationwide assessment of watersheds within their boundaries. The results incorporate water quality data, habitat conditions, endangered species listings, and other environmental factors. Taken together, this information helps all agencies identify the aquatic resources in greatest need of protection and restoration. (Goal 2)

*Putting Information into the Hands of the Public:* EPA strives to provide information in simple, clear terms and make it readily accessible to State and local governments, the regulated community, and the public.

- EPA, the Environmental Defense Fund, and the Chemical Manufacturers Association achieved considerable success in FY 1999 during the first phase of the Chemical Right-to-Know Initiative, known as the High Production Volume (HPV) Challenge Program. The program focused on 2,800 chemicals produced or imported at volumes greater than one million pounds per year and aimed to identify and make public basic screening-level information on these chemicals, including some that may present particular concerns for children's health. By the end of FY 1999, over 200 companies voluntarily committed to provide screening-level toxicity information on over 1,150 of the chemicals in question. (Goal 4)

## BUILDING ON LESSONS LEARNED

As a learning year, FY 1999 provided EPA many opportunities to identify and develop the capabilities essential for results-based management. The

Agency knows that future successes will depend in large measure on its ability to set quantifiable, attainable goals and targets; to forecast external factors that may have an impact on program planning; to measure performance and results more precisely; and to analyze more accurately the relationships among costs, activities, and results.

For a variety of reasons that affected the Agency's ability to accomplish what it had planned, EPA achieved less than full performance for nine of its 69 FY 1999 APGs. (These nine APGs are associated with five of EPA's ten strategic goals.) The Agency does not expect the shortfall in meeting these annual performance targets, however, to compromise its progress toward the long-range goals to which they contribute. For example, the Agency met the statutory and cumulative goal of reassessing existing tolerances for pesticide food uses but missed its annual target due to efforts to strengthen involvement of the agricultural community in the reassessment process. In another case, the Agency added only four States (out of the eight that were planned) to the One Stop Reporting program in FY 1999. However, EPA did develop a technology transfer activity to support States' efforts to increase their level of information integration in order to qualify for the One Stop program. While they may not have resulted in the performance planned for FY 1999, these and other such efforts build a strong foundation for longer-term progress towards the Agency's goals.

In some cases, external factors affected the Agency's ability to achieve planned APGs. For example, due to difficulties reaching agreements with developing nations, EPA delivered 16 international training modules instead of the 30 originally planned. Similarly, the Agency's decision to relinquish interest in the Wilson building, so that the District of Columbia Government could return to its historic home, delayed the consolidation of EPA Headquarters offices at the Washington, DC Federal Triangle.

## LOOKING AHEAD

In addition to APGs, other program issues will require careful attention by the Agency and its partners in order to maintain progress towards the achievement of long-term results. The Agency is working to address these challenges, some of which are described below, as it continues to strive for environmental outcomes.

*Major Management Issues:* EPA's senior leadership takes the major management challenges facing the Agency seriously and works diligently to address the concerns identified by the Agency's internal reviews, the General Accounting Office (GAO), the Office of Management and Budget (OMB), and EPA's Office of the Inspector General (OIG). The Agency made substantial progress on these issues in FY 1999 as discussed in Chapters 2, 5, 7, 8, and 10. Corrective actions are in place for the Agency's remaining management challenges and are being tracked through EPA's Integrity Act program, audit follow-up, and management reports. EPA will continue to address management challenges and program risks and expects to complete corrective actions on several of these challenges during FY 2000.

*Air Court Case—Implications for the Future of EPA's Regulations:* In May 1999, in a split decision (two to one), a panel of judges on the U.S. Court of Appeals for the DC Circuit held that the Clean Air Act, as applied in setting the new public health air quality standards for ozone and particulate matter, represents an unconstitutional delegation of legislative authority. The court's decision calls into question these important new air quality standards for ozone and particulate matter, which would protect the health of 125 million Americans, including 35 million children. Ozone and particulate matter are harmful pollutants that contribute to acute health effects ranging from asthma and other respiratory problems to premature death. The court's decision stands in the way of EPA's public health protection efforts and carries with it long-term implications not only for these new air quality standards, but also for

many other Federal regulations based on broad grants of authority to Executive Branch agencies. In January, the Administration filed a *certiorari* petition seeking Supreme Court review of key aspects of the court's opinion. (Goal 1)

*Non-Point Source Pollution:* Non-point source pollution is the nation's largest contributor to water quality problems. There are literally millions of diffuse sources of polluted runoff from agricultural lands, residential areas, city streets, and forests and from pollutants settling out of the air. A key challenge for the future is to foster a national commitment to preventing non-point source pollution, assuring adequate investments by Federal, State, Tribal, and local governments to address this problem. (Goal 2)

*Performance Information—Need for Improved Data Quality and Availability and Better Measures:* EPA gathers much of its data on the environment from sources outside the Agency, whose reporting cycles and data standards vary widely. For both its own data and those provided by outside sources, EPA must continue to focus on the quality and availability of the data in order to ensure accurate measurement of program results. In a few instances, data relevant to FY 1999 APGs are either lacking or of poor quality. The Agency is working to determine what data are needed to set better baselines and to assess results over the long term. It is also working with program partners to develop performance measures that focus more on the outcomes of its work in order to supplement measures of programmatic activities.

*Need for Improved and More Accessible Information:* EPA, in cooperation with States and Tribes, must advance efforts to reinvent environmental information by adopting formal data standards, providing universal access to electronic reporting, and re-engineering the Agency's national data systems. Efforts such as Environmental Monitoring for Public Access and Community Tracking (EMPACT), Environmental Justice grants, and Consumer Confidence Reports on drinking water help provide communities and

individuals with the information and tools they need to address environmental problems. EPA is striving to provide information in simpler, clearer terms and make it more accessible to State, Tribal, and local governments, the regulated community, and the public. (Goal 7)

## CONCLUSION

The chapters that follow discuss EPA's FY 1999 progress toward the Agency's goals and objectives. The chapters provide a goal-by-goal discussion, focusing specifically on the Agency's accomplishments against its FY 1999 annual performance goals. The three themes highlighted in the Administrator's message and in this Overview—reducing pollution, innovative approaches and partnerships, and improved environmental information—are evident throughout the chapters. These themes help to characterize the many accomplishments EPA, together with its State, Tribal, and Federal agency partners, achieved during FY 1999 and expects to achieve in FY 2000 and in future years.